R E P O R T R E S U M E S

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THE COMMUNITY PLANNING PROCESS. KANSAS STATE UNIVERSITY SHORT COURSE SERIES ON COMMUNITY PLANNING AND DEVELOPMENT, 6.

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PART OF A KANSAS STATE UNIVERSITY SERIES ON COMMUNITY PLANNING AND DEVELOPMENT, THIS MONOGRAPH DISCUSSES THE STAGES IN THE PREPARATION AND IMPLEMENTATION OF COMPREHENSIVE URBAN SCHEMES. FIRST OF ALL, SOCIAL ACCEPTANCE, ECONOMIC, FEASIBILITY, POLITICAL RESPONSIBILITY, AND ENVIRONMENTAL SATISFACTION ARE VITAL TO SUCCESSFUL PLANNING. ORGANIZATION FOR PLANNING CLASS FOR A RECOGNITION OF NEEDS, CREATION AND APPROVAL OF A LEGAL PLANNING DOCUMENT, FORMATION OF A PLANNING COMMISSION, RECRUITMENT OF A PROFESSIONAL PLANNER, AND LOCAL OR FEDERAL FUNDING. THE PREPARATION STAGE ENTAILS SETTING AND REFINING GOALS AND OBJECTIVES, CONDUCTING A THOROUGH COMMUNITY SURVEY AND ANLYZING THE RESULTS, AND DEVISING SUCH MEANS AS ZONING REGULATIONS, OFFICIAL MAPS, AND CAPITAL IMPROVEMENT PROGRAMS TO CARRY OUT THE PLAN. PROVISIONS MUST BE MADE FOR LAND USE, COMMUNITY FACILITIES, PUBLIC UTILITIES, TRANSPORTATION AND CIRCULATION, PARK, RECREATIONAL, AND OPEN SPACE, AND REJUVENATION OF THE CENTRAL BUSINESS DISTRICT. BROADLY BASED COOPERATION AND SUPPORT, PERIODIC REVIEW AND REVISION, AND LONG RANGE FINANCIAL PLANNING ARE NEEDED TO KEEP THE PLAN IN OPERATION. (THE DOCUMENT INCLUDES 19 REFERENCES, AN EVALUATION OF VARIOUS PLANNING TECHNIQUES, AND A PROPOSED LAND USE MAP OF MANHATTAN, KANSAS. (LY)

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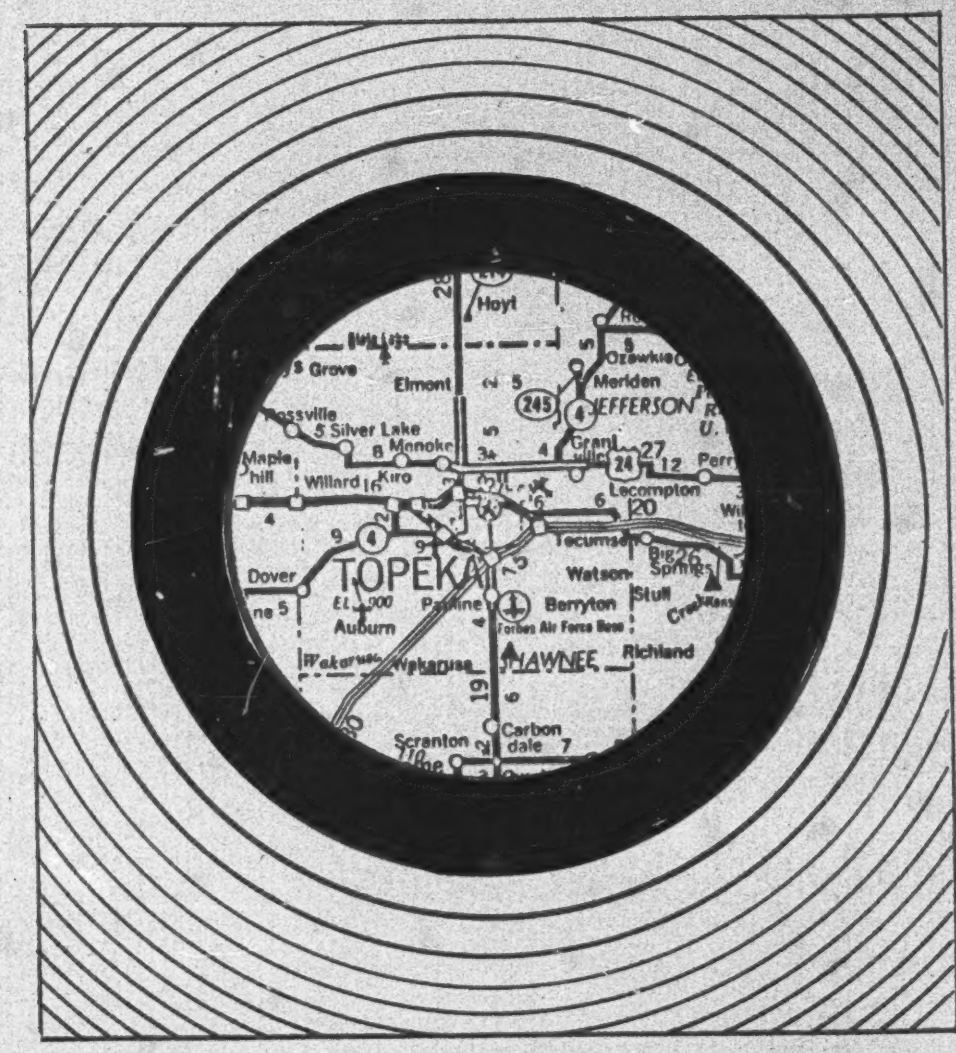

THE PROCESS OF URBANIZATION

The Planning Process

KANSAS STATE UNIVERSITY

DIVISION OF CONTINUING EDUCATION
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PLANNING SERVICES K.S.U.

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THE COMMUNITY PLANNING PROCESS

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April, 1967

This is one of six monographs on the process of urbanization produced by Kansas State University. It was financed partly under Title I of the Higher Education Act of 1965 which provided funds for continuing education programs and community service. It is part of the program of the Division of Continuing Education and the Center for Community Planning Services to help Kansas communities solve their problems through comprehensive community planning.

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"Make no little plans; They have no magic to stir men's blood and probably themselves will not be realized, make big plans; aim high in hope and work, remembering that a noble, logical diagram once recorded will never die, but long after we are gone will be a living thing, asserting itself with ever-growing insistency. Remember that our sons and our grandsons are going to do things that would stagger us. Let your watchword be order and your beacon be beauty."

Daniel Burnham

THE COMMUNITY PLANNING PROCESS

INTRODUCTION

Planning is the activity in which individuals or groups engage to reach some predetermined goal in the easiest possible way. They attempt to maximize the benefits of each action while minimizing waste.

Planning is a very common activity. An individual plans ahead when he agrees to meet a friend for lunch, when he reserves a cabin at his favorite vacation resort, and when he buys insurance. The businessman plans ahead when he sets money aside for modernizing his store or when he buys seasonal goods for future sale.

Until recently, local governments paid little attention to planning, particularly long range planning. As a result, we see examples of the waste of community resources in such situations as a city street being constructed only to be torn up soon afterward for the installation of underground utilities.

As the citizens of a community demand better community services, the need for long range community planning becomes obvious. This usually results in the desire of the citizens to have a comprehensive development plan.

This monograph will:

1. Discuss the basic steps involved in organizing the community to prepare a comprehensive development plan,
2. Discuss the content of the plan, and
3. Discuss the techniques for carrying it out.

STAGE I: ORGANIZING A COMMUNITY FOR PLANNING

PHASE ONE:

RECOGNITION OF THE NEED FOR COMMUNITY PLANNING

Community interest and support is of paramount importance to a successful planning operation. This is illustrated graphically in Phase One of the block diagram in Figure 1.

The emergence of interest in planning does not follow any set pattern. In some communities elected officials are instrumental in starting the planning movement while in others, the impetus is developed by private citizens or service clubs. In any case, the movement toward an organized planning program must have broad citizen support.

Citizen support is essential.

When citizens of the community become interested in learning about community planning, small, open, informal meetings should be held with the elected officials to discuss community goals and how long range planning can help achieve them. Past experience has shown these discussions can arouse a great deal of community support.

Planning must be a governmental activity

If a community is to benefit from planning, the planning function must be made a part of the normal governmental process.

PHASE TWO:

ESTABLISHING THE LEGAL FRAMWORK

Phase Two of the block diagram shown in Figure 1 is concerned with establishing planning as a legitimate governmental function through the preparation and adoption of a legal planning commission document. This document is usually a city planning ordinance, county planning resolution, or joint city planning ordinance-county planning resolution. The document can be developed in other forms to accomodate metropolitan and regional planning.

Normally the city council or county commissioners will authorize their attorneys to develop a legal planning commission document

appropriate to local needs. The acceptance of a standard or "model" planning commission document can be highly ineffective since the unique desires of the community unit or units involved are not provided for.

Sources the attorneys can consult for guidance in developing the legal planning document are:

The League of Kansas Municipalities,

The State Planning Division, Kansas Department of Economic Development, or

The Center for Community Planning Services, Kansas State University.

The book Kansas Planning Laws published jointly by the State Planning Division and the League of Kansas Municipalities, provides information on local planning law in Kansas.

Types of planning commissions

The type of planning commission established by this document should be determined by local considerations. Kansas law provides for the following types:

a) City Planning Commission

b) County Planning Commission

c) Joint City - County Planning Commission

d) Metropolitan Planning Commission

e) Regional Planning Commission

As indicated in Phase Two of the block diagram in Figure 1, the legal planning document must be approved by the elected officials of the community before the planning commission can be formed and commissioners appointed.

The legal planning document charges the commission with the responsibility of preparing a planning program to insure the

orderly development of the community. Because of this responsibility, members of the planning commission should be selected from all segments of the community. Persons with an "axe to grind" should not be appointed to the planning commission since it is imperative that planning activity not be used for personal gain.

Vested Interests

PHASE THREE:

EDUCATION

Phase Three as shown in the block diagram in Figure 1, is labeled an educational phase of the process. Understanding of the principles of long-range planning cannot, of course, be accomplished in a single phase of the planning process. Obviously, the members of the planning commission and the citizens of the community must be involved in a continuing educational program.

Nevertheless, it is during Phase Three that the planning commissioners and interested citizens must arrive at an initial level of understanding which will permit them to decide on vital matters involved in the preparation of a long-range planning program. Educational material on planning can be obtained from a number of sources in the state including the Center for Community Planning Services at Kansas State University.

PHASE FOUR:

OBTAIN PROFESSIONAL ASSISTANCE

During Phase Four, the planning commission must determine the technique it will use to obtain professional planning assistance. The technique chosen will depend upon the scope of the work to be accomplished and upon the community's ability to pay for planning assistance.

Hazards of the "do-it-yourself" plan

It is possible for the citizens of a community to prepare a "do-it-yourself" plan without using professional planning assistance. However, past experience indicates that this approach is little

STAGE I : ORGANIZING FOR PLANNING

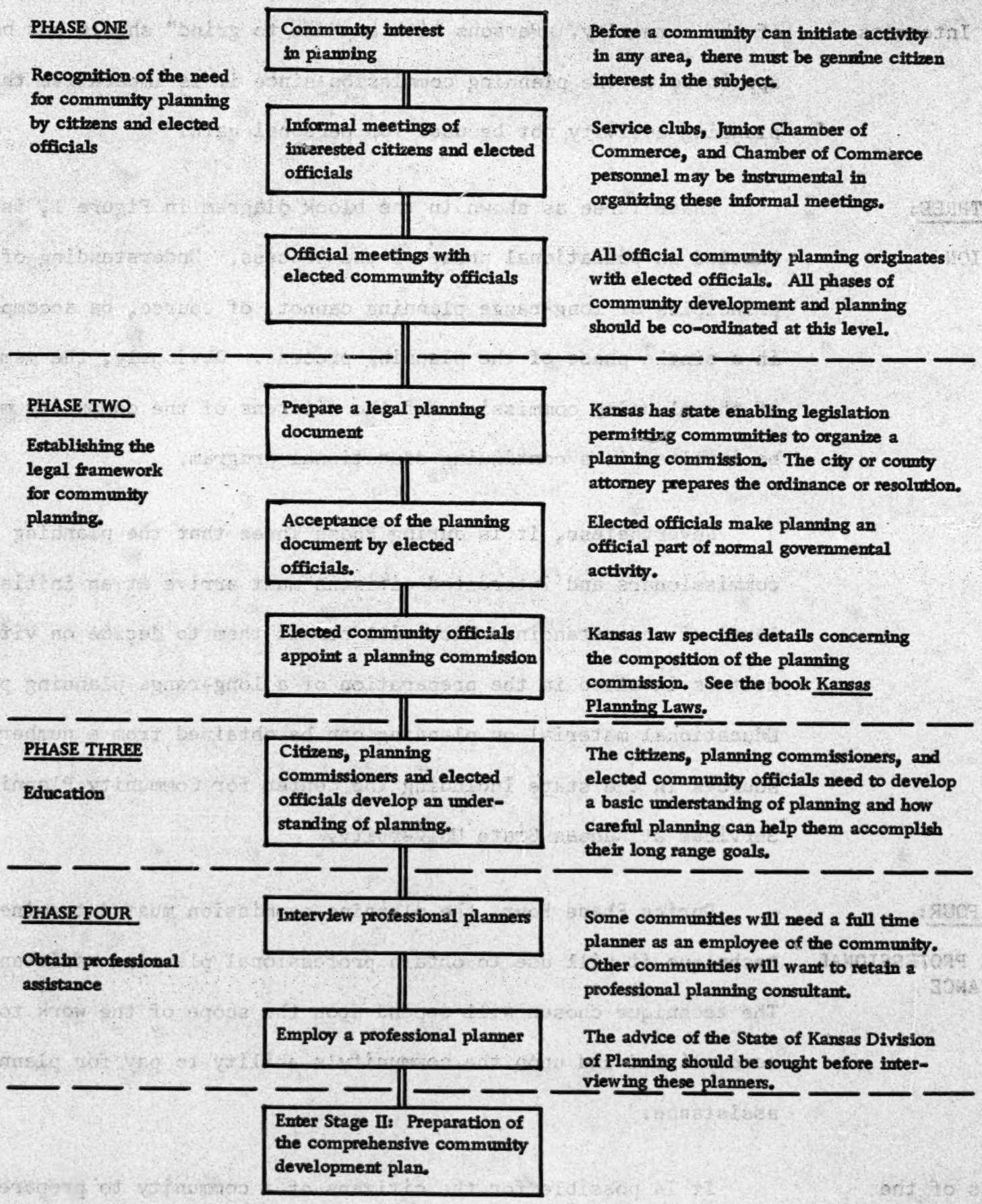
PHASE ONE
Recognition of the need for community planning by citizens and elected officials
Community interest in planning
Before a community can initiate activity in any area, there must be genuine citizen interest in the subject.
Informal meetings of interested citizens and elected officials
Service clubs, Junior Chamber of Commerce, and Chamber of Commerce personnel may be instrumental in organizing these informal meetings.
Official meetings with elected community officials
All official community planning originates with elected officials. All phases of community development and planning should be co-ordinated at this level.
PHASE TWO
Establishing the legal framework for community planning.
Prepare a legal planning document
Kansas has state enabling legislation permitting communities to organize a planning commission. The city or county attorney prepares the ordinance or resolution.
Acceptance of the planning document by elected officials.
Elected officials make planning an official part of normal governmental activity.
Elected community officials appoint a planning commission
Kansas law specifies details concerning the composition of the planning commission. See the book Kansas Planning Laws.
PHASE THREE
Education
Citizens, planning commissioners and elected officials develop an understanding of planning.
The citizens, planning commissioners, and elected community officials need to develop a basic understanding of planning and how careful planning can help them accomplish their long range goals.
PHASE FOUR
Obtain professional assistance
Interview professional planners
Some communities will need a full time planner as an employee of the community. Other communities will want to retain a professional planning consultant.
Employ a professional planner
The advice of the State of Kansas Division of Planning should be sought before interviewing these planners.
Enter Stage II: Preparation of the comprehensive community development plan.

FIGURE 1, BLOCK DIAGRAM OF STAGE I OF THE COMMUNITY PLANNING PROCESS

better than doing nothing at all. Generally, there is wide-scale confusion, a lack of organization, and a complete misunderstanding of what the long-range planning process is all about. This approach is not recommended.

Three techniques for obtaining professional assistance

Ordinarily the planning commission will use one of three genera techniques to obtain professional planning assistance. The three ar

a) Employ a professional planning director to establish a local planning agency and hire a professional planning staff.

b) Employ a professional planning consultant to undertake the preparation of a comprehensive development plan.

c) Employ a planning consultant to organize local citizens for the purpose of preparing a "do-it-yourself" plan.

Figure 2 lists all of the methods of preparing a comprehensive development plan which have been mentioned in the preceding paragrap The major advantages, major disadvantages, and miscellaneous comment on each approach have also been summarized.

Meet with State Planning Division

Before interviewing any professional planners, the local planning commission should meet with a representative of the State Planning Division. This is especially important if the community intends to seek Federal planning funds.

At this meeting the representatives of the State Planning Division and the local planning commission should discuss the purpose, scope, and need for long-range planning. They will probably find it necessary to discuss the various techniques mentioned previously for obtaining planning assistance. Past experience indicates that this meeting will establish the relationship of the local planning agency to the State Planning

TECHNIQUES FOR DEVELOPING AND PREPARING A COMPREHENSIVE COMMUNITY DEVELOPMENT PLAN

TECHNIQUES	MAJOR ADVANTAGES	DISADVANTAGES	MISCELLANEOUS COMMENTS
1. Establish a permanent professional planning department and employ a professional staff.	1. A plan can best be implemented by a full-time planning director. 2. Resident planners get to know a city better than non-residents. 3. This technique qualifies for Federal "701" planning assistance.	1. The salary requirements of a full-time planning staff may strain the budget of a small community.	1. For communities over 15,000 the advantages far out weigh the disadvantages. 2. Consultants can still be hired to prepare specific studies.
2A. Employ a professional consultant to prepare a comprehensive community development plan using Federal "701" assistance.	1. Small communities do not have to budget money for a full-time professional planning staff.	1. Implementation is difficult since the planning consultant does not direct it personally	1. A planning consultant can be retained to visit the community on specific occasions to recommend techniques implemention.
2B. Employ a professional planning consultant to prepare a plan using local money only.	1. The planning program is not restricted by Federal requirements. 2. Use of local money insures local support for planning objectives.	1. The community is at the complete mercy of the planning consultant since there are no rigid guidelines to be followed.	1. Before using this technique, the citizens of the community need to understand planning thoroughly.
3. Employ a professional planning consultant to organize local citizens in a "Do-It-Yourself" plan.	1. This is a good way to prepare a plan at minimum expense. 2. This technique works well in a declining community. 3. Develops community interest.	1. Development of a realistic plan requires the conscientious work of well-informed citizens. 2. Federal "701" assistance is not available for this type of planning.	1. Each citizen of the community who is working on the plan must thoroughly informed about planning in order to fit his activities into the orderly development of the plan.
4. Prepare a "Do-It-Yourself" Plan.	1. Very little cost involved.	1. Much community effort is required. 2. The average citizen lacks ability to undertake planning studies. 3. Doesn't qualify for Federal aid.	1. Local subjectivity may lead to superficial planning.

FIGURE 2 - DIAGRAM OF STAGE TWO OF THE COMMUNITY PLANNING PROCESS

Division so that all aspects of the local planning program are understood by both groups. Obviously, no prospective planning directors or planning consultants should be present at this meeting.

If a community does not intend to seek Federal planning funds, it is not required to work with the State Planning Division. It will still be beneficial, however, to talk with the Division's representatives and gain the advantage of their vast experience in dealing with professional planners.

After the planning commission decides to employ a full-time professional planner, or to retain a professional planning consultant, the process of interviewing professional planners begins. Information on the qualifications and experience a planner or planning consultant must have for a position with such demanding responsibility may be obtained from the State Planning Division or from the Center for Community Planning Services at Kansas State University.

Locating candidates for position of full-time planning director

If the commission decides to employ a full-time planning director to establish a planning agency with a professional staff, it should interview at least three candidates. To attract qualified persons, the commission may want to announce the position in professional newsletters and journals. The newsletter of the American Socity of Planning Officials is an excellent one to use. Further information on announcing the position can be obtained from the State Planning Division or from the Center for Community Planning Services.

When interviewing candidates for the position of community planning director, the planning commissioners must remember they are employing a person who will become a permanent member of the community and who must work harmoniously with citizen groups. They must determine not only his professional competence to develop a planning program, but also his ability to win community cooperation to carry it out.

Accordingly, the planning commissioners will want to learn the following:

a) What past experience has the candidate had which indicates his ability to develop a planning program for your community? (Remember that success in another community with different leaders does not automatically guarantee success in your community.)

b) How would the candidate carry out the planning program? (This is the most important part of the process.)

c) Does the candidate consider the position of planning director in your community as a relatively permanent position? (With the great demand for planners around the country, a planner may be motivated to move to another community for greater opportunity. It is important for the community to get a man with ability that would be desired by other communities, but with the understanding that he would not leave the community for a reasonable period.

These are basic considerations. The planning commissioners would also want to explore other facets of a candidate's approach to planning as they relate to particular local conditions. Comments and questions on these details will develop as the interview progresses.

Retaining a professional planning consultant to prepare a plan using Federal grant assistance and local money

The technique which is most popular with planning commissions in Kansas is to retain a professional planning consultant to prepare a comprehensive community development plan using Federal "701" grant assistance. (Plans prepared in this way are referred to as "701 plans" because the program under which these plans are prepared was authorized by section 701 of the Housing Act of 1954, as amended). When using this technique, a planning commission should interview at least three competent planning firms before finally selecting one.

Although a professional planning consultant must eventually be approved by the State Planning Division, the Division does not take part in the interviews.

The Division will provide a list of planning consultants with which it has worked in the past, but this does not constitute endorsement. No list is maintained of consultants who have not yet undertaken a Kansas contract.

Upon request, the State Planning Division will review the experience and training of any planning consultant who wishes to be considered for Federal "701" planning contracts in Kansas.

After conducting interviews with qualified professional planning consultants (see pages 9-11), the community selects one and recommends this consultant to the State Planning Division. To receive Federal "701" grant assistance, the consultant must be willing to work under a contractual agreement with the State of Kansas, acting through its planning division, unless the community is working through a properly authorized metropolitan or regional planning agency.

Retaining a professional planning consultant to prepare a plan using local money only

A local planning commission does not have to worry about following Federal guidelines when Federal "701" funds are not to be used. When planning is financed with local money only, the planning commission should insure that it has a thorough understanding of the community's needs before interviewing consultants.

Retaining a professional consultant to help citizens prepare a "do-it-yourself" plan

Occasionally a community will retain a planning consultant to organize the local citizens for the purpose of preparing a "do-it-yourself" plan. In general, this is a very inefficient way to prepare a plan. The citizens of the community who are best qualified to work on a planning project are often those who already have overwhelming civic and business responsibilities. Further, this type of operation will not qualify for a Federal "701" planning grant.

Interviewing professional planning consultants

Prospective consultants should be asked to visit the community to present their qualifications and to discuss the community planning program. In addition, the planning commission may want to visit the consultant's offices or other communities where they have worked.

During an interview, the local planning commission must determine whether a consultant and the personnel he directs have the capability of preparing a comprehensive community development plan. To determine this, the local planning commission must obtain satisfactory answers to the following questions:

a) Does the planning consultant have more work than he can handle at this time with his professionally trained staff?

b) Does the planning consultant have a good record for getting work done on time?

c) Do the planning consultant and his staff have experience which will be valuable to you in attempting to solve the problems of your community? (Remember, that past professional experience in engineering, landscape architecture, and architecture may not necessarily qualify them for planning work).

d) Does the planning consultant have a trained planner capable of taking charge of the project for your community? Will this planner be able to attend planning commission meetings? (Some consultants employ salesmen to drum up business and to attend regular planning commission meetings. These "drummers" are of little value in helping local planning commissions make decisions about the future development of their community since they do not personally work on the comprehensive development plans.)

e) If your contract calls for an economic base study for your community, does the planning consultant have an economist on his staff capable of preparing it? (If the planning consultant works with an economic consultant on this part of the contract, the local planning commission may want to meet this person, also.)

Obviously, a set of general questions should not be used as the only criteria for selecting a planning consultant. However, questions like those above may be valuable to the local planning commissioners when they open their interviews.

Past experience indicates that the planning commission should avoid any discussion of costs involved in the preparation of a comprehensive community development plan when they interview consultants. The purpose of the interviews is to determine competency and they should not be used to take bids on professional planning services. The final decision as to which consultant the planning commission chooses to work with should be based on such considerations as competence and capability rather than the fee.

Determination of the consultant's fee

After the local planning commission selects a consultant, his fee should be discussed in relation to the professional services expected. The planning commission should not attempt to "brow beat" the planning consultant into charging a "low" fee, but rather to reconcile the costs with the work that needs to be done.

Applying for an urban planning grant (the 701 grant)

When the local planning commission and the professional planning consultant agree on the details of the proposed planning effort, the commission must submit a completed application, with the required documentation, to the State Planning Division to apply for Federal "701" planning funds under the Urban Planning Assistance Program.

Several months may pass before the commission is notified that the application has been accepted or rejected. This time is used for a complete review of the application by both the Federal Department of Housing and Urban Development and by the State Planning Division.

The professional planning consultant selected to prepare the comprehensive development plan cannot proceed with his work during this waiting period since he is not yet under contract. As a result, the time which the local planning commission spends waiting for word on the fate of its application can be a dangerous period as far as community enthusiasm is concerned.

A good time to win community support for the long-range planning program.

This waiting period, which can be lengthy, can be advantageously used by the planning commission to establish strong communications with the citizens of the community. The opportunity

to talk with people about community problems will be of great value in the early part of Stage II when the commission must develop preliminary goals and objectives for the community. This period is also useful for conducting community educational activities.

The Local Planning Commission can call on the Center for Community Planning Services at Kansas State University to arrange educational programs in planning. Other universities and colleges in Kansas, plus organizations such as the Chamber of Commerce, also offer educational programs in planning and related subjects.

When the "701" application is approved by the Federal Department of Housing and Urban Development, the State Planning Division will arrange with the local planning commission to enter into a contract with the selected consultant to prepare the comprehensive community development plan.

Starting the planning program when a Federal grant is not used

If Federal "701" planning funds are not to be used for the community comprehensive development plan, no application to the State Planning Office is necessary. In this situation the planning consultant can begin work immediately after he is retained by the local planning commission.

STAGE II - PREPARING THE COMPREHENSIVE COMMUNITY DEVELOPMENT PLAN

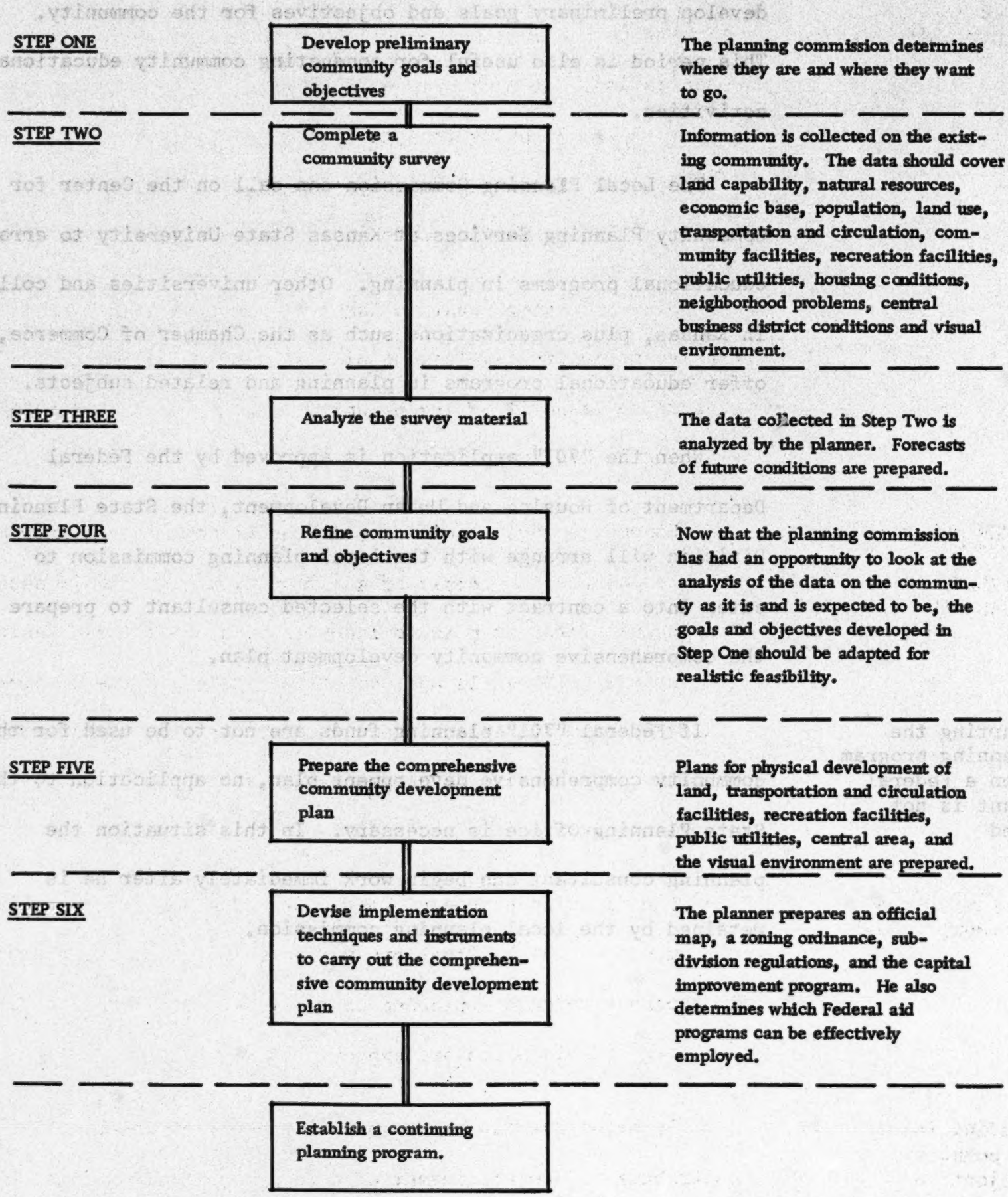
STEP ONE
Develop preliminary community goals and objectives
The planning commission determines where they are and where they want to go.
STEP TWO
Complete a community survey
Information is collected on the existing community. The data should cover land capability, natural resources, economic base, population, land use, transportation and circulation, community facilities, recreation facilities, public utilities, housing conditions, neighborhood problems, central business district conditions and visual environment.
STEP THREE
Analyze the survey material
The data collected in Step Two is analyzed by the planner. Forecasts of future conditions are prepared.
STEP FOUR
Refine community goals and objectives
Now that the planning commission has had an opportunity to look at the analysis of the data on the community as it is and is expected to be, the goals and objectives developed in Step One should be adapted for realistic feasibility.
STEP FIVE
Prepare the comprehensive community development plan
Plans for physical development of land, transportation and circulation facilities, recreation facilities, public utilities, central area, and the visual environment are prepared.
STEP SIX
Devise implementation techniques and instruments to carry out the comprehensive community development plan
The planner prepares an official map, a zoning ordinance, subdivision regulations, and the capital improvement program. He also determines which Federal aid programs can be effectively employed.
Establish a continuing planning program.

FIGURE 3: Block Diagram Showing The Relationship Between The Steps Necessary To Complete Stage II Of The Planning Process

STAGE II: PREPARING A COMPREHENSIVE COMMUNITY DEVELOPMENT PLAN

A plan provides guidelines for controlling change

A comprehensive community development plan is a document which helps a community control the changes resulting from urbanization. It must provide guidelines for:

1. Adapting to anticipated changes,
2. Producing desired changes, and
3. Preventing undesired changes

Six major steps must be taken to prepare the comprehensive community development plan. These steps, which constitute Stage II of the planning process, are illustrated graphically in Figure 3.

STEP ONE

DEVELOP PRELIMINARY GOALS AND OBJECTIVES

Since the purpose of a comprehensive community development plan is to help the people of a community achieve their desires, the logical first step is to learn as much about those desires as possible. The goals and objectives stated in the comprehensive plan must reflect the views and desires of the community. Normally, they should be as expressed by elected community representatives.

Definition of community goal

For planning purposes, we can define goals as generalized statements of ideal situations toward which a community wishes to progress through a planned course of action. In this sense, goals are ideals which are expected to endure.

Definition of a community objective

An objective can be defined as a sub-goal which will contribute to the attainment of a goal. The term objective is used to designate a specific detail such as the construction of a physical facility or the organization of a new governmental

department. The community may revise its objectives through the years to take advantage of new opportunities.

How goals and objectives are related

A goal for a small Kansas community might be, for example, to provide adequate recreational facilities for all members of the community. To reach this goal, one of the community objectives might be to acquire enough land in the right places to meet accepted standards for community recreation facilities. Other objectives, such as the construction of tennis courts, ball fields, and swimming pools, would be needed to attain the recreational goal.

Goal identification spurs community cooperation

Some planning theorists feel that a discussion of community goals and objectives should be withheld until after the professional planners have completed step two, the community survey, and step three, the analysis of the survey. However, the development of preliminary community goals and objectives can be used to open the lines of communication between the citizens, the planning commission, elected community officials, and the professional planners. Therefore, it seems apparent that preliminary goals and objectives must be discussed and developed as soon as possible.

STEP TWO:

COMPLETE A COMMUNITY SURVEY (DATA COLLECTION)

In step two, the existing conditions in the community are surveyed. Planners conduct the survey by reviewing community records, interviewing citizens, and recording existing conditions.

STEP THREE:

ANALYZE THE SURVEY MATERIAL

Step three is concerned with analyzing the data collected in the preceding step and preparing a forecast of future conditions. The accuracy of the analysis and forecast are, of course, directly dependent upon the accuracy of the survey.

Steps two and three discussed together

Though the activities in steps two and three differ significantly, it is convenient to treat them together in discussing the following collection and analysis functions:

Base Maps

a) Base Maps

Accurate base maps are needed for assembling information about the community. The base maps must show the location of all streets, alleys, railroads, power lines, water areas, parks, schools, institutions, cemeteries and other subdivisions of land, along with the topography. This information must be presented in accordance with recorded plots and existing conditions. The determination of the number of different maps and the scale should be based on community need.

Land Capability

b) Land Capability

Land studies are done to distinguish areas with a high potential for future community development from those where topography, drainage, or unusual soil conditions would complicate development.

For example, some tracts within the community might have rock so close to the surface that the

installation of water and sewer lines would be unfeasible. This condition would obviously affect the ways in which the land could be used.

Natural Physical Resources

c) Natural Physical Resources

The planner identifies the physical resources of the community, including mineral, scenic, and recreational resources, etc. The study of natural physical resources may include the implications of climate.

Economic Base

d) Economic Base

Since future physical growth and population are largely dependent on the community's wealth producing factors, the economic bases of the past, present, and future must be studied and analyzed by the planner. Hopefully, economic opportunities will be identified in this study.

Population

e) Population

Present and future physical needs of the community are related to the size of the population. The planner will study population trends relative to composition, density, distribution and other demographic characteristics.

The population forecast for the future must be based on a realistic appraisal of the data collected and the analysis of this data.

Land Use

f) Land Use

In surveying land use, the planner records the ways in which land is currently being used in the community. Generally the use of the land is classified as residential, commerical, industrial, or public.

From the land use survey, the planner will be able to determine how a particular land use will affect the use and future development of adjacent land.

Transportation and Circulation

g) Transportation and Circulation

One of the most important studies to be made is the study of transportation and circulation. This involves analysis of all of the community's transportation links to the region, the state, and the nation. It covers highways, railroads, airlines, buslines, truck lines, etc.

Within the community, the planner is interested in learning the nature of traffic circulation. Where do people come from and where do they go? With this information the planner is able to re-design the circulation pattern of the community, identify needed street improvements, recommend sites for new parking lots, etc.

Community Facilities

h) Community Facilities

In surveying community facilities the planner evaluates the adequacy of civic buildings, libraries, hospitals, schools, police and fire facilities, etc. Forecasts of future needs are usually based upon standards developed by accepted experts.

Park, Recreation, and Open Space

i) Park, Recreation, and Open Space

Because Americans are expected to have more leisure time in the future, this section is becoming increasingly important. In forecasting future recreational needs, the planner must relate them to the projected population.

Public Utilities

j) Public Utilities

The survey of public utilities determines the capacity and location of existing water lines, sewer lines, etc. After analyzing existing facilities the planner must determine the improvements needed to up-grade existing service and prepare for future needs.

Housing Conditions

k) Housing Conditions

Housing is studied to determine the age and condition of buildings used for residential purposes, and the number of persons occupying them.

Neighborhood Analysis

l) Neighborhood Analysis

The neighborhood analysis determines the

conditions within small land areas in "neighborhood units." It identifies the adequacy of housing, recreation, schools, etc.

Central Business District

m) Central Business District

This study is directed at the existing and future requirements for traffic circulation, off-street parking, and land use needed to support efficient commercial center operations.

Visual Environment

n) Visual Environment

In this survey, the planner attempts to identify features of the community which can be exploited by a competent urban designer to create an attractive visual environment.

STEP FOUR:

REFINE COMMUNITY GOALS AND OBJECTIVES

After the planners have completed the survey, conducted the analysis, and prepared forecasts, the preliminary goals and objectives developed in Step One will, in all probability, need realistic revision. This revision should be based upon the information developed in Steps Two and Three. As implied before, the importance of sound goals and objectives cannot be over-emphasized.

STEP FIVE:

PREFARE THE COMPREHENSIVE COMMUNITY DEVELOP-MENT PLAN

With the necessary information available, the comprehensive community development plan should now be prepared to serve the following basic purposes:

Plan should provide general guidelines for long-range goals

a) To serve as a guide for current and future development and re-development in the community.

The plan must be developed with enough flexibility to allow present and future legislative bodies to take advantage of opportune conditions.

b) To serve as a guide in the development of the zoning plan.

c) To help the planning commission make decisions on subdivision plats, zoning changes, location of new streets, etc.

c) To serve as a guide for programming capital improvements.

Fine details of physical development, such as specific road locations etc. should not be pinpointed. Rather, efforts should be directed toward the establishment of general good-serving policies which can support long-range development programming.

It must be recognized that the comprehensive community development plan is the beginning of the planning process, not the end. It must serve as a guide for continual rational decision making in ever changing circumstances.

Elements of the comprehensive plan

The comprehensive community development plan is primarily a physical development plan which is based on the social, economic, political, and physical considerations identified in the survey and analysis. It will normally contain the following elements:

Land Use Plan

a) Land Use Plan

The land use plan indicates how the development of land should be managed in the future. It forms the basis for zoning recommendations.

Before developing the details of the land use plan, the planner must review the factors which will affect the future growth of the community.

Transportation and Circulation Plan

b) Transportation and Circulation Plan

This plan is developed by examining the elements of circulation, by developing a system which serves the entire community, and by establishing priorities for needed improvements. It provides a guide for coordinating the transportation system, and strongly affects the development of the capital improvements program.

The street plan, one of the elements of the transportation and circulation plan, is used in the development of subdivision regulations and design.

Community Facilities Plan

c) Community Facilities Plan

The community facilities plan serves as a guide for locating new schools, hospitals, police stations, fire stations, etc. in the community.

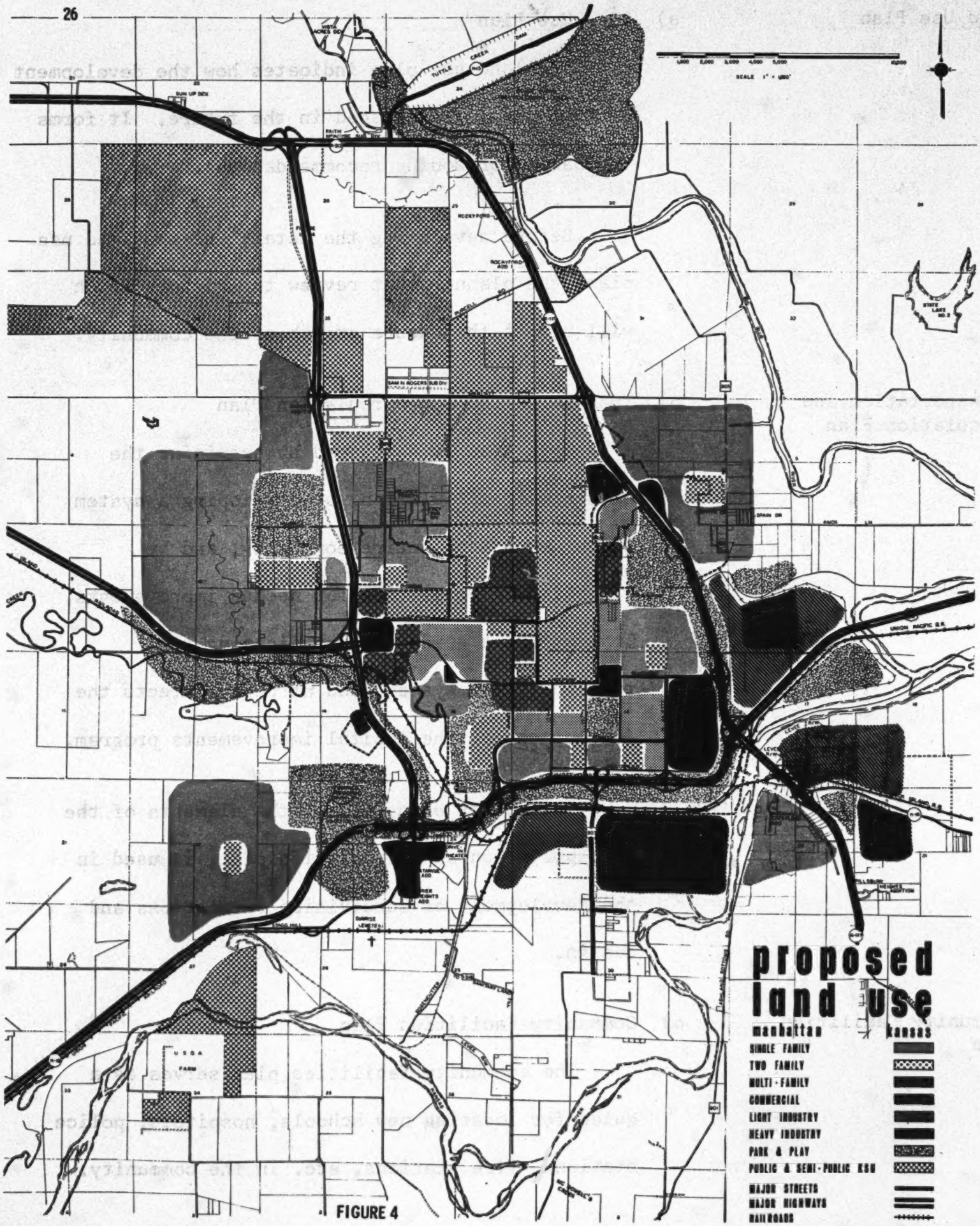
proposed
land use
manhattan
kansas
SINGLE FAMILY
TWO FAMILY
MULTI-FAMILY
COMMERCIAL
LIGHT INDUSTRY
HEAVY INDUSTRY
PARK & PLAY
PUBLIC & SEMI-PUBLIC USE
MAJOR STREETS
MAJOR HIGHWAYS
RAILROADS

FIGURE 4

Parks, Recreation, and Open Space Plan

d) Parks, Recreation, and Open Space Plan

The parks, recreation, and open space plan helps identify the locations and types of facilities the community needs. Proposals in this plan would cover all public areas from play lots to forest preserves.

Public Utilities Plan

e) Public Utilities Plan

Other plans, such as those for land use, parks, and central business district development, all require expanded public utilities. Therefore, a schematic diagram is included in the utilities plan to show the size and location of new water lines, sanitary sewer lines, storm sewer lines, and related facilities needed to serve both the existing community and the proposed development areas.

Central Area Plan

f) Central Area Plan

Traditionally, the central business district has been the focal point of community life. Recently, however, it has declined in importance.

Because of the large investment here, and because of the need to maintain a community focal point, the central area plan is prepared to foster the resurgence of this important element in community life.

Visual Environmental Plan

g) Visual Environment Plan

The purpose of the visual environment plan is to help create a more beautiful community. Perhaps, no other plan appeals so directly to the general public. The citizen understands visual excitement more than he understands anything else in community planning.

Together, the sub-plans described here comprise the comprehensive community development plan. A typical composite plan is illustrated in figure 4.

Textual content of the comprehensive community development plan

There are two ways of presenting the textual survey and analysis material of a comprehensive community development plan.

One is to present all of the material in the planning document.

The other is to publish a "popular" report which summarizes the entire plan, but includes very little survey and analysis material. The detailed information is then made available in the official community offices for those who wish to refer to it. This method is preferred when wide distribution of the plan is desired.

STEP SIX:

DEVISE IMPLEMENTATION INSTRUMENTS

Step six of Stage II is concerned with the preparation of instruments for implementing the comprehensive community development plan. It involves use of the official map, proposals for new or revised codes and ordinances, and the program for capital improvement projects, often with the help of the various Federal aid programs. The development of these instruments is a responsibility of the planner. Their use is discussed in Stage III.

STAGE III: IMPLEMENTING A COMPREHENSIVE COMMUNITY DEVELOPMENT PLAN

In this stage the planner, in cooperation with the community government, employs the instruments which convert the comprehensive plan from "ideas on paper" to "a better way of living for the people of the community."

THE INSTRUMENTS OF IMPLEMENTATION

The following instruments are normally used in carrying out the comprehensive community development plan.

The official map

a) The Official Map

The official map should be based on a comprehensive community development plan, although this is not required. Its purpose is to fix property lines.

Once the official map is adopted by the elected officials of the community, lines are fixed for streets in built up areas and in areas where development is expected to occur. Adoption of the official map also prevents private developers from constructing buildings on land designated for street extensions.

In some cases, the official map can be used to designate the location of parks, recreation grounds, and public open space.

Zoning ordinance

b) The Zoning Ordinance

The zoning ordinance regulates the use of land to protect the health, safety, morals, and welfare of the citizens. It controls:

1. The types of activities which may take place in specific zoning districts,
2. Maximum building densities* in residential, commercial and industrial areas,
3. The bulk and height of buildings,
4. The distance buildings must be set back from property lines, and
5. "Performance standards"** for permitted land uses.

* Building Density is the percent of a lot that can be covered with buildings.

** "Performance standards" limit the amount of smoke that can be released into the air by an industry, the amount of noise that can be created, etc.

Ideally, the zoning ordiannce is developed from the comprehensive plan. If a community has a zoning ordinance before undertaking a comprehensive planning program, it will need to have its ordinance reviewed and revised after the plan is completed.

A zoning plan must be accepted by the elected officials before becoming a legal community ordinance. Housing codes, building codes, plumbing codes, protective covenants and other regulatory devices should not be confused with the community zoning ordinance.

The zoning ordinance should not be viewed as a permanent and unalterable symbol of community determination. While all proposed amendments, variances, and exceptions should be weighed with great deliberation, the ordinance should be changed at any time the safety, morals, and welfare of the citizens can be improved by a change. Obviously, however, the ordinance should not be changed merely to allow someone to maximize his economic return from developing a tract of land.

Subdivision Regulations

c) Subdivision Regulations

Subdivision regulations provide minimum design standards for laying out new streets and for platting new lots in the community. They also enable the community to require developers to construct water lines, sewer lines, roads, curbs, etc., in accordance with community standards.

The planning commission can be empowered by the subdivision regulations to review the development of all land in the community. Unless a proposed subdivision complies with the regulations, the commission can prevent its development.

Subdivision regulations are extremely important because they regulate the development of bare land. Once land has been built up, the community does not get a second chance to control its development.

Capital Improvements

d) The Capital Improvements Program

The capital improvements program is the most important single instrument for carrying out the comprehensive community development plan. It is used to schedule financing for the construction of major non-recurring community facilities such as bridges, streets, utilities, public buildings, land acquisition, etc.

The capital improvements program, based on the comprehensive community development plan, is usually projected for a 6-year period.

It must be based on an analysis of the community's financial capability in order to reconcile proposed expenditures with fiscal reality. Because expenditures are planned so far in advance, elected officials and new appointees to the planning commission have the opportunity to understand the projects thoroughly, and relate them to community needs, before releasing the funds.

In summary, it can be said that a capital improvement program developed to implement a comprehensive community development plan will enable a community to:

1) Relate physical planning proposals to financial planning.

2) Obtain maximum value from the expenditure of public funds.

3) Ensure the community's financial ability to meet future demands for public services.

4) Devote adequate time to the study and development of capital improvement projects.

Federal Programs

e) Federal Programs

Although successful community planning does not depend on Federal programs, they constitute important instruments which, when their use is desired, make it possible to undertake planning programs for which local funds may be inadequate.

When Federal funds are used, the community is charged with the responsibility of developing sound planning proposals for the use of these funds. The community must also be able to match Federal funds with its own money to qualify for this assistance. Federal funds should be regarded as "dollar stretchers" which help a community undertake development programs it could not afford by itself.

STAGE IV: ESTABLISHING A CONTINUING PLANNING PROGRAM

Stage IV is concerned with keeping the planning program in operation.

Planning is a continuing process

The plans and proposals outlined in Stages II and III can serve as a sound basis for guiding the future growth of a community. However, if the community does not make a concerted and continual effort to carry out these plans and proposals, the program will remain an unfulfilled promise.

Successful planning must be a continuing process. It is impossible to arrive at one final and ideal solution for planning a community just as it is impossible for a businessman to develop one single and perfect technique for expanding his business. Time brings changes, and the comprehensive plan must be changed to accomodate them.

The elements of a continuing planning effort

To maximize the probability of successful community planning, the planning commission must continually work on the following general items:

Citizen Participation

a) Active Citizen Participation

Participation leads to understanding which in turn leads to acceptance. Therefore, the planning commission must continually attempt to involve citizens in the program.

Group Cooperation

b) Cooperation Among All Groups Which Promote the Community

In fostering this, the planning commission gets support for its own program while promoting the community.

Adaptation to change

c) Reviewing and Updating the Comprehensive Community Development Plan

Conditions affecting community development are constantly changing. As a result, various elements of the comprehensive community development plan will need to be reviewed and updated occasionally. A professional planner should work with the planning commission to review and update the plan at regular intervals.

Long-range financial planning

d) Projection of the Capital Improvements Program

Each year a budget for capital improvements is approved by the elected officials of the community. At this time, the planning commission should review and update the capital improvements program so they will always be thinking about the capital expenditures to be needed five years in the future.

Obviously no single outline can list all of the considerations involved in a continuing planning program. Our intention here has been to present the fundamentals. Pay proper respect to them, and you will acquire the perspective, support and resources necessary to deal with new situations as they arise.

SUMMARY

The factors of successful community planning are summarized in this formula:

SUCCESSFUL PLANNING = SOCIAL REALITY
+
ECONOMIC FEASIBILITY
+
POLITICAL RESPONSIBILITY
+
ENVIRONMENTAL SATISFACTION

To empahsize one of these elements at the expense of the other is to risk jeopardizing the success of the program.

Obviously a planning proposal must accommodate the human being and respect his personal dignity. Unless a proposal reflects social realities, it will be rejected by the community.

The ability of the community to finance proposed projects must also be respected, and costs must be justified in terms of the benefits they will provide.

For a plan to be successful, it must be implemented by a stable, responsible government. Though planning proposals may become political issues, they must not be accepted or rejected for partisan political reasons.

The strongest link between citizens and planners may be civic beauty. It is something citizens can see and understand. A pleasing environment makes life more satisfying and helps create civic pride. This, in turn, helps create cooperation for community development.

Because a planner must work with citizen groups having different values and different expectations of the planning process, he must help them find a common ground where their interests can be reconciled with those of the entire community.

Ultimately, successful planning must be based upon the pursuit of generally accepted community goals. As the noted British planner Sir Frederic Osborn once said,

> "Planning, in itself, is not a decent aim. No freedom loving person wants to be planned. Men who want to plan others just for the sake of it ought to be transported to some remote island to plan each other. If we plan, it must be because we want something which other people will join us in wanting, and because we are satisfied ourselves and can convince others that planning is the only way to get it."

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